

# **Administrative Reforms in Rajasthan**

Recommendations of a Seminar

Jaipur, 2-4 July, 1981

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**Indian Institute of Public Administration  
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## F O R E W O R D

The three-day Seminar on : Administrative Reforms in Rajasthan - Retrospect and Prospects was organized under the auspices of Rajasthan Regional Branch of Indian Institute of Public Administration with the object of bringing together experienced administrators, generalist as well as specialist, and academic personnel, to have frank and free-ranging discussion on the different aspects of the State administration.

The Seminar fulfilled the hopes that this churning together of experiences and ideas would lead to formulation of clear-cut action plans. The recommendations of the Working Groups, finalised in the light of discussions at the plenary session, are generally of the type that can conveniently form the basis for decisions by the authorities concerned. A few recommendations, however, can be termed as rather radical though made with the conviction that such changes are necessary.

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It is hoped that the sincere and objective views contained in the recommendations will eventually lead to further improvement in the administration of Rajasthan which already has the proud reputation of being one of the best administered States in India.

Jaipur

1 October 1981

MOHAN MUKERJI  
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## A C K N O W L E D G E M E N T S

The three-day Seminar on Administrative Reforms in Rajasthan : Retrospect and Prospect organized by the Rajasthan Regional Branch of Indian Institute of Public Administration in July 1981 was, on most accounts, a successful attempt at crystallizing meaningful recommendations on introducing radical as well as incremental reforms in the organizational system and functioning of the Government of Rajasthan. The greatest credit for its success goes to Shri Mohan Mukerji, former Chief Secretary and Advisor to Governor, Rajasthan and presently Member of the Executive Council of Indian Institute of Public Administration, New Delhi and Chairman, Programmes Committee of IIPA, Rajasthan Regional Branch, under whose enlightened guidance the various Working Groups conducted their deliberations.

The Chairmen of the eight Working Groups deserve sincere appreciation for their leadership which was instrumental in the formulation of very pertinent recommendations contained in this report. They were ably assisted by Members, Special Invitees and Rapporteurs associated with their respective groups.



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The Government of Rajasthan was good enough to provide a major part of funds for organizing this Seminar, while the HCM State Institute of Public Administration, under the leadership of Shri K.N. Bhargava, provided useful administrative infra-structure for its organization. Particular mention may be made of Shri Virendra Mehta who, besides acting as the Programme Assistant of the Seminar, typed out a major part of this report. Others who very ably supported the seminar effort are Dr. (Mrs.) Kamal Mathur and Shri Lok Chand.

We are grateful to them all.

It is sincerely hoped that this modest effort will be counted among the more useful exercises undertaken to celebrate the Silver Jubilee of the founding of the Indian Institute of Public Administration.

Jaipur  
1 October 1981

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## Group I : Secretariat Administration

### Retrospect

The group reviewed the working of the organizational set-up and manning of units in the Secretariat in the context of the reports of the following Committees constituted by the Government of Rajasthan from time to time:

- Shri S.D.Ujwal Committee - 1954
- Administrative Reforms Committee - 1963
- Secretariat Reorganization Committee - 1969
- The Committee on Secretariat Procedure - 1971
- Informal Group on Administrative Reforms - 1975

It was felt that the group pattern of units of internal administration, standing orders envisaging level jumping and manning of posts were by and large conceived well. There is, however, need for reiterating the basic principles on which these units and procedures have been evolved and ensure that these are faithfully followed rather than violated in actual practice.

### Prospect

For better appreciation, the working group decided to deal with various aspects connected with the working of the Secretariat in the following three basic areas:

- a) Organizational matters
- b) Manning of posts
- c) Role of Departments

### Organizational Matters

#### Rules of Business

Model standing orders on common items have been appended to the Rules of Business, as guide-lines, with a provision that these would "ordinarily" be adopted. While issuing

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standing orders, the Ministers are however, issuing their own standing orders on the common items against the intention of the Rules of Business. The group is of the view that these common standing orders should be made obligatory by deleting from the provision of rule 21 the word "ordinarily".

For ensuring uniformity of approach, the Group also felt that for subjects peculiar to individual Department, the levels may also be determined and provided in the standing orders for disposal of business in the Rules of Business.

2) In the Rules of Business, subjects have been identified for consideration by the Council of Ministers. Some of these subjects hardly deserve time and attention of such an apex body. A typical example, quoted in this regard, related to approval of break-up of lumpsum provision made in the budget. The group felt that the subjects mentioned in the Rules of Business need review and such matters which have been cleared by the Cabinet should not be referred back but disposed of at the level of the Secretary to the Government.

3) The Group observed that in the present system of allocation of work, one Secretary is made answerable to more than one Minister; at times, <sup>one</sup> Secretary reports to 3-4 Ministers. While the Minister may have more Secretaries than one depending upon his allocation of business, one Secretary should not report to more than one Minister and the Departments under one Secretary should not be split up.

It was suggested that, as far as possible, the allocation of business should be in strict consonance with the Departments as listed in the Rules of Business.

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4) It was noticed that Departments listed in the Rules of Business have subjects, some of which have grown to an extent that they qualify for a separate Department; for example, Transport shown as a mere subject under the Home Department. This may be isolated and elevated as a Department in the Rules of Business. Forest may be another instance in the Revenue Department. Public Health Engineering Department is yet a third instance.

The group felt that to identify such Departments which will qualify for independent status of a Department in the Rules of Business a review is called for. This review should also endeavour to isolate unrelated subjects clubbed together under one Department and bifurcated into two separate Departments.

#### Units and Manning of Staff Group Pattern

Secretariat being the principal organ of the Government, the re-organizational set-up should be such as to demonstrate the qualities of good workmanship and proven efficiency. In this context, the working of the existing units of internal administration in the Secretariat was critically analysed. It was felt that by and large the group system is adequate but in actual practice there have been a few distortions, like the ones mentioned below:

- a) time schedules laid down for disposal of papers at different levels, as laid down in the Secretariat Manual, should be strictly adhered to and instances of avoidable delay curbed.
- b) as far as possible, levels for examination and decision-making should be restricted to three, except the political level, so that the objective of quicker disposal ensured.



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- c) additional levels created consequent to work situations or restructuring of Departments should have specified areas of work rather than interfere with the existing tiers.
- d) there should be continuous system of training for all levels of functionaries so that new methods of work and procedures are imbibed.
- e) there should be periodical appraisal of work by the Secretaries with the assistance of O&M pinpointing the areas where delays occur, so that remedial measures are considered and adopted. Instances, where the officers competent to take decisions pass the buck, should be taken serious note of.

There are only a few illustrations.

Level for dealing with strategic proposals  
emanating from Heads of Departments

The Standing orders lay down the levels for decision making at higher levels. Within the Group the proposal is initiated by a UDC/Assistant. Many a times these functionaries neither appreciate the problem nor identify the proposal in its proper perspective.

The proposals are generally classified as strategic, problem-solving, repetitive and routine. The strategic proposals form a very small number where as they deserve greater attention. This area, therefore, should primarily engage the Group Officer and the Deputy Secretary. If it is well attended, then much of the grievance that the proposals of the Heads of Departments are looked or turned down at the lower levels will be mitigated. In fact the group system was evolved on this plank and it was expected of the GO that he will initiate action on such proposals



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The working group felt that processing of strategic proposals should be done at the level of the GO so that important communications do not travel down except for purposes of referencing. An entry to the effect as to how far the GO & DS dealt with these proposals at their own level in the Annual Performance Appraisal would be welcome.

#### Post of Special Secretaries

As many as 12 posts of Special Secretaries have been created in the Secretariat. To a majority of them, no independent work areas have been assigned with the result that either they act as an intermediary level between DS and Secretary or work as Senior Deputy Secretary for certain matters. Special Secretary's post was conceived to provide real relief to those Secretaries who had heavy workload by giving Special Secretaries independent charge in respect of some matters.

The Group felt that the institution of Special Secretaries should be more appropriately utilised and each such functionary should be assigned specific work areas independent of the Secretary, with <sup>only a</sup> few policy matters going upto Secretary's level. Normally a post of Special Secretary should not be created unless there are 3-4 Deputy Secretaries in the Department. The model of Finance Department was worth adoption as it has worked very well.

#### Ex-officio system

The functions of the Secretariat are as under:-

- i) assisting Ministers in the Formulation of policies;
- ii) framing legislation, rules and regulations;

- iii) planning and programme formulation and coordination; 1
- iv) raising of funds and the allocation to various departments;
- v) recruitment, promotion, posting and disciplinary control of higher levels of Government employees which mainly consist of the State Services and All India Services; and
- vi) supervision and control over the execution of policies and programmes by the Heads of Departments.

The group felt that the system of ex-officio status for some technical and non-technical heads of department, to the limited extent of its present application, has worked satisfactorily.

Induction of specialists in the Secretariat:

O.S.D. The institution of OSDs should be restricted to specified area of work for a limited period of time. If they are permanently required, they should be redesignated as Secretariat Officers like Assistant Secretary/Deputy Secretary. The induction of specialists as Project Officers in special schemes organization has been a good experiment and since such Project Officers can undertake preparation of projects for other Departments also, it is not necessary to extend this scheme to other Departments.

Secretariat services - recruitment

The group was unanimous in its opinion that unless there is direct recruitment at the level of Section Officers on the pattern in vogue in GOI, the quality of work aimed at can hardly be achieved. The group felt that 50% of the posts in the Section Officer's cadre should be filled by direct recruitment and 50% by promotion. Rajasthan Public Service Commission is already conducting a combined competitive examination for State and

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Secretariat services and this group may also be added to the posts for which this examination is conducted.

The group further suggested that officers of the Rajasthan Secretariat Service should also be given field training for a period of one year for better appreciation of problems.

#### Role of Departments

Public Grievances - For public grievances work there is a separate Department headed by a Commissioner. This work is also being tackled at the level of a Director, who is part of Chief Minister's Secretariat. Some officer has also been designed to attend to grievances in each Administrative Department and the Head of the Department. District Vigilance and Grievances Committee set up at the district level has also been assigned a similar role. The common feeling in the group was that relief seekers approach all these agencies by endorsing copies of their representations and often continue to pursue their cases till they are not decided in their favour. In fact suitable action in many cases had already been finally taken by the competent authority.

The group felt that there is little justification for having a full-fledged Department for Public Grievances of the present type unless this Department is vested with vigilance powers and strengthened with necessary machinery to act as effective vigilance agency in the State, for all public grievances and vigilance at various levels of administration. It could also then act as a nodal agency at the State level.

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Central Stores & Purchase Organization

The functioning of the CSPO as part of Finance Department was not considered to be an ideal situation as compared to the pattern of DGSD, an organization of the Government of India. The latter works as a separate Department with its own agency for inspection etc. which ensured timely approval of goods, competitive prices and assured quality. On the other hand, CSPO in Rajasthan depended on personnel taken from regular Departments for inspection of goods which did not owe much allegiance to it.

The group felt that there is need for a separate independent organization with its own inspection unit so that quality of goods, which was the crux of the problem, could be guaranteed and with this objective in view should be severed from the Secretariat and separate Directorate set-up.

Finance and Law Departments

At present Deputy Secretaries in the FD and JL LRS/DLDs in the Law Department have been allocated the work of specified Departments for advice and clearance of proposals emanating from those Departments.

The group felt that:

- a) Many un-necessary references are being made to these Departments specially in areas where the Departmental Heads/Ad. Departments were competent to take decision at their own level.
- b) in advice cases, the issues involved were not clearly identified. Some times even orders involving transfers were sent to Law Department for vetting and advice sought in matters relating to matters pending under enquiry or in Court.
- c) in Law Department all cases for advice go upto the level of Law Secretary.

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This situation warrant a close scrutiny of proposals referred to these Departments. Where, however, it is found that needless references are being made, displeasure may be communicated to the officers concerned. In some areas, probably the answer would be more delegation, both financial and administrative, to cut short the delays. These could be reviewed as the last delegation was made in 1976.

The group also suggested that

- a) Heads of Departments, CAOs and AOs attached to Administrative/Heads of Departments should advise that needless references are not made to Government on matters within their purview.
- b) appropriate levels may be laid down in the standing orders of the law department as well to take a view in respect of different proposals and only selected proposals may go upto the Law Secretary.
- c) in matters pending in courts and under enquiry, redundant communications may be avoided. While the Government is not in favour of an automatic revision of financial powers; along with variation of prices, periodicals reviews should be undertaken and the delegation revised suitably.

#### Department of Administrative Reforms

In the activities of the Department of Administrative Reforms the research, survey and consultancy areas may be emphasized. The present organization is more or less a watch dog. Organization for routine jobs and in hardly geared upto the expectations referred to above. The group felt that the organization may be revamped to provide for appropriate man power and other resources to attend to these basic functions.



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Disciplinary Matters

The Group Officers and Deputy Secretaries felt that they had hardly been armed with adequate powers to take disciplinary action against those who did not function properly. The group felt that disciplinary powers to the extent of imposition of minor penalties could be delegated to Group Officers and Deputy Secretaries so that their functioning becomes more effective.

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## Group II - Departmental Organization

- 1.0 The group had been assigned the topic of Departmental Organization which was discussed on the following lines:
1. Departmental Headquarters - Functional Organization and delegation of authority to regional levels.
  2. Need for regional set up.
  3. Relation with Secretariat-grant of ex-officio Secretariat Status.
- 2.0 The group discussed at length the topics and the outcome of the discussions has been summerised below:-  
Functional & Regional Set Up:
- 3.1 For implementing the programme, the departments have a organizational set up. This set can be of following two types:
- i) Headquarters linked directly with District level functionaries.
  - ii) Headquarters linked with District level functionaries through the Regional level functionaries.
- 3.2 All the departments do not have a regional level set up. The working group thinks that the regional set up may be necessary where the Head or Additional Head of Department cannot efficiently and quickly provide:
- (a) technical advice;
  - (b) intensive and extensive inspections; and
  - (c) supervision and control.
- 3.3 The working group feels that the functional set up is necessary in all the departments. There should be a single head of the Department who could be assisted by as many as required Additional or Joint Heads of Department.

Delegation of powers

- 4.1 Heads of Departments have powers under CF&AR and other rules. The working group feels that adequate powers have not been delegated to the officials at the regional, district, subordinate and lowest level of hierarchy. Delegation of power to the officials at each level is necessary for efficient administration and smooth and speedy execution of the departmental programmes.
- 4.2 There is a need of enhancing the powers delegated at present to the Head of Departments, looking to the increase in the quantum of work and price escalation. Also the role played by the Planning and Finance Department needs to be looked into.
- 4.3 Similarly adequate powers should also be delegated to subordinate officers i.e. regional, district level officers etc. Some of the important items where further delegation of power is essential are:
- (a) Purchase of Store;
  - (b) Sanction of Contract;
  - (c) Sanction of estimates of work;
  - (d) Repairs of vehicles, Equipment and Instruments;
  - (e) Disposal of unserviceable articles i.e. to sanction the survey reports;
  - (f) Disciplinary action (Disciplinary power for inflicting minor punishment should be delegated to the officers one rank above);
  - (g) Appointment; and
  - (h) Transfer and Posting.
- 4.4 Functional officers of the rank of Addl./Joint/Dy. Director/ or equivalent rank posted at the headquarters should be given sufficient powers regarding the subjects dealt by them.

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- 4.5 It is observed that the authority delegating the powers sometimes intervenes in the implementation of the delegated powers. It is felt that this should not be done and some way should be found to identify the culprits who should be dealt suitably. In the Annual Performance Appraisal there should be a column for the Reporting and Reviewing Officers to comment on such action of the reported officer.

Relations with the Secretariat

- 5.1 The working group observed that large number of references are made to the Secretariat by Heads of Departments for obtaining petty, routine sanctions and seeking clarification etc. which invariably result in delays. Where Secretariat status has been given to the Heads of Departments and other officers such delays have been considerably reduced.
- 5.2 The working group suggest that the Head and Additional/ Joint Head of Departments be given suitable Secretarial status and powers, looking to the needs of the individual department. There should also be single file system between the Heads of Departments and the Secretariat.

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Group III : Personnel Administration

1. Regularity of Direct Recruitment and Promotion, Cadre Review and Amendment of Service Rules

- 1.1 Secretary to Government should be responsible for examining the steps taken for filling up posts as per rules. They would put up a detailed note through Department of Personnel to Chief Secretary/Minister/Chief Minister indicating why recruitment as per rules has not been possible. One of the items for evaluating performance of Head of Departments would be the interest taken in service matters such as regular recruitment, promotion. The monitoring would be done by the Department of Personnel so as to ensure that these reports are submitted by Secretaries.
- 1.2 There should be no urgent temporary promotion against direct recruitment posts without specific concurrence of the Department of Personnel. The question of assigning seniority to direct recruits on rotational basis, irrespective of the actual year of recruitment, should be examined.
- 1.3 Cadre strength should be reviewed every third year. At the time of the cadre reviews the service rules of that department should also be examined to see if any changes are required instead of piece-meal amendments being made from time to time.



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## 2. Transfers

- 2.1 Every State Service Officer should be required to work for atleast five years in the desert and the tribal districts before being eligible for first stage of in-service promotion, wherever such posts exist and such opportunity has been afforded.
- 2.2 The first posting on promotion, at all stages, should also be in these districts if sufficient number of posts exist there.
- 2.3 Every subordinate service officer who is eligible for selection of to State Service will be required to work for atleast five years in the desert and tribal districts for purpose of eligibility. The first posting on promotion should also be in these districts.
- 2.4 A list of posts which are unpopular should be drawn up and every officer should be required to do a total of atleast five years on such posts.
- 2.5 To ensure rational policy of postings a list of important and crucial posts should be drawn up and a range of seniority decided so that very junior persons do not get posted on important and crucial posts.
- 2.6 The authority to transfer government servants should be specified in a new schedule of Rajasthan Service Rules and no other authority should transfer or cause to be transferred any government servant. In exceptional cases the next higher

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authority, after recording reasons in writing should have the power to modify the orders of the transferring authority. This power is expected to be exercised only when mala fide intention of the transferring authority is alleged.

### 3. Committees for Recruitment

3.1 For posts which are not within the purview of the Rajasthan Public Service Commission, statutory committees for selection by direct recruitment should be constituted in which atleast one member, not serving under the appointing authority, should be included.

3.2 For In-service promotion where member of Rajasthan Public Service Commission is not Chairman of DPC, the DPC should be so constituted that in this committee a member of some other department should be included. Guidelines for DPC should be laid down to make it more systematic and objective.

### 4. Lateral Entry at Higher Level

4.1 In ministerial services, particularly in the secretariat, there should be recruitment at the level of Upper Division Clerks and Assistants through a limited competitive examination from out of the ministerial employees of the Secretariat and subordinate services.



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### 5. Induction Training

5.1 For training needs it would be necessary

to have in each institution, carefully select Core Faculty and panel of outside resource of personnel. To ensure proper selection of Core Faculty officers and panel of resource personnel, there should be a high power committee constituted for each or a group of institutions. Posting as faculty member should not be treated as an ordinary matter of transfer of personnel. This committee should <sup>periodically</sup> review the faculty needs of the Institution.

5.2 The suggestions of the concerned Head of Department and Secretary should be invited on the course content for both Foundational and In-service training. The syllabus, as far as possible, should be drawn up in consultation with them.

5.3 The duration of in-service training courses should be reduced to the minimum extent possible so that a large number of participants can be available.

5.4 Further, looking to the diversification of programmes in the HCM State Institute of Public Administration and the utility of consultancy services being offered to the Government of Rajasthan, it is suggested that part or time consultants be appointed & on a contract basis from retired All India and State Service Officers, and University faculty, whenever necessary.

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6. Rating in Annual Confidential Reports

- 6.1 ACR with "outstanding" or "very good" ratings should be accepted only if supported by facts and figures.
- 6.2 Passing of atleast one departmental examination by employees in ministerial and other services, where dealing with law and rules is involved, should be made obligatory.

7. Judicial decisions regarding Service Matters

- 7.1 Government should make a study of general and important judicial decisions regarding promotions etc. made by Supreme Court, High Court and Service Tribunal which have become final and amend rules or issue instructions accordingly e.g. treatment of uncommunicated ACRs, wash out theory of adverse material prior to promotion, confirmation etc.

8. Age of Retirement of Government Servants

- 8.1 The Government may examine the rationality of still keeping the retirement age of 55 of State employees in the context of higher superannuation age in other States.

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Group IV : Land Revenue and General Administration  
Other Revenues and Local Bodies

1. LAND REVENUE ADMINISTRATION

1.1 Land Revenue Administration should be strengthened by providing adequate staff at all levels and the necessary facilities such as means of mobility to make it more efficient.

1.2 The Revenue Department should be treated as a Plan Department for purposes of modernization.

1.3 The Board of Revenue should be reorganised both with regard to its functions and composition.

1.4 The Institution of Divisional Commissioners should be revived.

1.5 The agency for maintenance of land records should be the same(viz.Settlement Department) which prepares it.

1.6 The Board of Revenue should function in two permanent benches at Jaipur and Jodhpur in addition to the Headquarters of the Board at Ajmer.

1.7 A Revenue Laws Commission may be set up to review and simplify substantive as well as procedural revenue laws.

1.8 Revenue Districts should be reorganized. Unwieldy districts should be bifurcated. The process should begin with Jaipur,Kota,Udaipur and Ganganagar. Reorganization of Tehsils and Sub-Divisions should also be undertaken.

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1.9 Revival of the institution of village servants like Lambardars etc. should be considered.

1.10 Replacement of the existing Land Revenue by Agricultural Holdings Tax should be considered as enhancement of land revenue rates is perhaps politically difficult.

1.11 Pending the imposition of A.H.T, rationalization of rent rates and clearance of overdue settlement operations must be undertaken without delay.

1.12 Revenue training should be intensified for all categories of functionaries. It should be ensured that before an officer is placed in charge of a district he has had adequate revenue and settlement experience.

## 2. Sales Tax Administration

2.1 The sales Tax Act and the Rules framed by the State Government should be reviewed so as to eliminate unnecessary differences between the provisions in the State and Central legislation as far as they relate to common matters, and to remove manifest deficiencies in the State Act and Rules.

2.2 A comprehensive review of the rate structure of Sales Tax as well as the numerous concessions and exemptions is overdue.

2.3 A separate Tax Tribunal for hearing second appeals or revision cases on the lines of the Income Tax administration should be set up immediately.



2.4 The Statistical and Research unit of the Sales Tax Department needs further strengthening in numbers as well as calibre.

2.5 The Inspecting machinery and the internal revenue audit machinery of the Commercial Taxes Department should be strengthened.

2.6 The functioning of the Sales Tax check-posts should be reviewed so as to eliminate defects and possible malpractices.

### 3. Non- Tax resources

3.1 The Compulsory State Insurance Scheme may be extended to local bodies, statutory corporations and aided bodies.

3.2 The State may also take up general insurance business for government and semi-government transactions.

3.3 A comprehensive review of management of funds generated from State Insurance should be undertaken.

### 4. Rationalization of Local Bodies

4.1 Elections to the local bodies must be held regularly and safeguards should be provided to eliminate the possibilities of undue postponement.

4.2 The three-tier Panchayati Raj Institutions may be retained but the size of the Panchayat should be enlarged.

4.3 Panchayati Raj training institutions should be revived.

4.4 Municipal bodies should be created only for population clusters of over 20,000 and their classification must be the same as Census classification.

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4.5 A Municipal Corporation should be set up for Jaipur Urban Area and Corporation<sub>s</sub> in 10 class I cities. The Jaipur Municipal Council should have a two-tier system with cabinet system of Government.

4.6 Abolition of octroi seems to be a remote possibility but there is a strong case for standardization and rationalization of octroi structure. A High power Committee should be set up for this purpose.

4.7 The principle of compensating the municipal bodies for loss of entertainment ~~ax~~ revenues should be so liberalized so as to give them the benefit of growing yields from this source.

4.8 A Rajasthan Municipal Finance Board/Commission should be established to ~~channelize~~ municipal finances. The basis of grants-in-aid should be rationalized to minimize government interference.

4.9 The Government should undertake 'City Surveys' at least for the bigger cities.



Group V: Law and OrderINTRODUCTION

The Group divided the study of the subject in two major groups of Retrospect and Prospect under the following 5 main areas:-

- 1) Legislative including formation of rules affecting Law and Order.
- 2) Police Administration.
- 3) Magisterial and Judicial system.
- 4) Prosecution Agencies.
- 5) Jails, Correctional and Rehabilitational programmes.

1.2 The group was unanimously of the view that the entire concept of law and order has to be looked into individually and collectively from the point of view of the five major areas mentioned above and involves examination of the system of criminal administration of which the above five areas are the basic components. The law abiding citizen is not interested to find out inadequacy and failings in one or all the five major areas but is interested only in the end result of the good Government which should be to provide exercise of the Fundamental Rights guaranteed to the citizen under the Constitution of India as also freedom from threats to his individual security, liberty and honour.

1.3 Any good Government should guarantee to its citizen an atmosphere where a law abiding citizen feels safe and law and order is afraid of the consequences. The concept of a Welfare State in a democratic process of a Parliamentary form of Government also necessitates periodical thinking and evaluation of the procedures of the Government and

various departmental function - arise to judge how far the old systems have justified their existence and have attained the degree of expectations and what directions and rapid reforms are required to reach the goal of the society to achieve a common agreed social order.

1.4 The group took into consideration the following major factors which require to be deeply considered for a meaningful solution if the fabric of the society is to be kept intact:

- 1) Ever since the Independence there are increasing trends towards lawlessness and there has been rapid and gradual erosion for Respect or Legitimacy of law.
- 2) Not only in individual cases but in organised sectors like Students, Labour, Employees, Farmers and Government Servants there is increasing awareness and demand of their rights without any corresponding obligation to their duties or performance.
- 3) No agency of the Government, far less an Agency of the system of criminal administration like the Police, can succeed without inviting wide public acceptance to its work-policy, tacit approval of its programme and suitable participation and involvement of all sections of the society in its implementation.

It has been observed that the Police, Magistracy and Judiciary, Prosecution agency, Jail and Correctional services were designed to tackle 5 to 10% of law breakers and the basic remaining 90% of good people were to be law abiding in actual practice. We find that by nature and by compulsions of the historical process, exhibited in mass movements of civil disobedience, Satyagraha and advocacy of the right of the individual and the group to protest against actual imaginary injustice, the society has shown increasing disregard for the rule of law and for the established Authority obtained through recognised modes of Parliamentary Democracy.

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- 4) The group feels that under the Indian Constitution the Legislative, Executive and Judicial Wings are complementary and necessary. No single wing can function to the exclusion of the rest and no single wing is more or less important than the other to their exclusion or the necessity and importance of the others. The 3 Wings constitute the whole, are necessary for the whole and the functions of each wing has to be evaluated with reference to needs and objectives of the whole. Any single wing getting beserk to regard itself as totally Autonomous and the finality of its existence to the detriment and value of the purpose of other wings not only harms itself, other wings but inherently harms the whole.

The wings of criminal administration comprising of Police, Magistracy, Prosecution agencies, Judicial Jail and Correctional services are complementary to each other and have to serve the common agreed goal of providing succour and relief to the society from the criminals and to dispense justice through enforcement of law, maintenance of order and correctional rehabilitation of the deviants.

- 5) The group also seriously feels that no view or ideology or system is Sacrosanct. They are all designed to serve a purpose. If the very purpose is defeated the Government should not feel shy in discarding the system/ideology/methodology and the Government should be bold and free to adopt any suitable techniques befitting its social and economic order which would help to achieve the cherished goals.

1.5 The group in this context seriously considered the theory of jurisprudence inherited from the British. It states that let not one innocent individual be punished even if 99 others remain unpunished. This reminds one of the shepherd going in search of the solitary wandering sheep even at the risk of endangering the remaining loyal 99 sheep. In other Religions also there is greater emphasis to look after and bring back the wayward, deviant and the down-fallen even at the cost of the righteous.



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- 1.6 The group craves the indulgence of the august elite present today that even in Ram Rajya, Sita had to under go " AGNI PARIKSHA" to prove her RIGHTEOUSNESS (INNOCENCE). That was the justice of the Day.
- 1.7 It appears in our desire to be regarded as civilised, democratic, objective, progressive etc. we have endangered the very existence of the social order. Democracy is based on the Utilitarian Doctrine of the Greatest Happiness of the Greatest Number. It is incumbent on the democratic form of Government to look after the interests of the majority and not to endanger the very existence of the social order for the sake of 5 to 10% of law breakers who are growing threats to the very existence of the society, civilisation, culture and values for which the Human Race has strived throughout the Ages.
- 1.8 Let our Government be expedient and bold to state unequivocally that the reforms, generosity, consideration, premium, welfare, are all epithets for good, law abiding citizens and that any Government would be fully authorised to take away or deny part or the whole of the democratic rights and considerations of a law breaker who is an actual or potential threat to the social order.

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PART-IIRETROSPECT

In this major group the important achievements and land marks of the five major areas are narrated as under:-

2.1 POLICE ADMINISTRATION

1. 1949-52 Integration of Rajasthan Police was achieved by amalgamation, screening and absorption of police Officers and men from convenanting States.
2. 1949 Creation of IPS cadre for Rajasthan Police.
3. 1950 Application of IPS selection to Rajasthan Police. Allotment of first direct recruit officer to Rajasthan Police.
4. 1949 Adoption of the Rajasthan Police manual and application to greater Rajasthan.
5. 1949-53 Integration of subordinate service cadre and Rajasthan Police Service.
6. 1956 Merger of Ajmer Merwara with Rajasthan. Report of Hanuman Sharma's Committee on re-organization of Rajasthan Police.
7. 1968-70 Appointment of Sub-committee for re-organization of Rajasthan Police comprising of Deputy Secretary, Home; Deputy Secretary Finance and AIG(I). This Committee was later upgraded to Home Commissioner, Finance Commissioner and I.G.P. with AIG(I) as non-member Secretary. In 1968 for the first time a scientific attempt was made to co-relate (a) Provision of Police man-power keeping in view norms of area, population and density of crime (b) Provision of patrolling police for Towns having population of 20,000 and more and specially to provide patrolling Police to Jaipur at the liberal scale of 1 Constable for every 800 inhabitants. (c) Casualty reserves were provided for C.P. and A.P. at the scale of 15% and 18% respectively. (d) A training reserve of 3% was provided. During this period norms for provision of investigating staff and prosecution staff were also evolved and implemented keeping in view the finances of the State.



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8. 1967-72 During this period foundation was laid for Scientific advancement in Police work by having a modern and well equipped Forensic Science Laboratory.
9. 1973-79 Ganesh Singh's report on re-organization of Rajasthan Police of 1973 was implemented in three phases which brought about reorganization of special and crime Branches of CID and a total modernisation of training in Rajasthan. This period can well be regarded a landmark for the Pioneer development of Rajasthan Police Academy as a premier training Institution of Police in India.

During this period there was provision of a IIIrd generation Computer to the Rajasthan Police. The Forensic Science Laboratory was further extended and plans for organization of such services at the Range Headquarters were prepared to set the base for rapid spread of Forensic Science in the Police work.

The Wireless net was gradually increased to encompass communication to all P.Ss. in the State.

10. 1979-80 Efforts were made to improve recruitment to the Police to have better stuff at various levels. Recommendations of the Gore Committee report on training prepared by the Government of India were partially implemented. The modernization scheme which had been stopped by the Government of India was lately revived so that the work of development and modernisation which had come to a standstill could be restarted.
11. 1981 (1) For the first time there was clear enunciation of the policy of Free Registration of offences by the Chief minister in the Assembly and outside and evaluation to SHOs of the P.Ss. was delinked with incidence of crime registered at the P.Ss.  
(2) There was greater awareness and recognition of the importance of welfare measures for Rajasthan Police and the State Government not only made liberal ~~ann~~ announcement of grants but also showed the ways for increased welfare activities.

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(3) For the first time the Chief Minister announced at the behest of the Rajasthan Police that the Police shall no longer be a party in the sale of tickets to the public for any purpose and shall not be an instrument for collecting donations/funds for any departmental or public purpose.

(4) For the first time there was recognition of the tremendous scope for development of Games and Sports in the Rajasthan Police.

2.2 The law and order position in Rajasthan in retrospect can be summarised as under:-

1. 1949-53 Dacoity menace in Aravali-chambal-international border with Pakistan: The Rajasthan Police did its best to over-come initial hurdles and turned the tide against the dacoits.
2. 1953-58 General improvement in the law and order situation and control on crime and criminals.
3. 1958-62 Increasing lawlessness in labour, Farms-sector and other organised sectors. Police had to face lot of agitations but with great perseverance could participate in the implementation of new Revenue and Social laws.
4. 1967-72 The Police had to deal problems of Harijans, Weaker Sections of society. The Police participated in the enforcement of social and economic laws and was responsible for rural awakening in the shape of rights of the rural classes. Number of agitations were handled by the Police successfully.
5. 1972-77 There was alround support to the Police to deal with lawless elements. There was considerable enhancement of powers during 1975-77 and as a safeguard against misuse of powers by Police, a vigilance organization was established. However, organisationally the Rajasthan Police believed   
 /of in the maintenance/ status quo and did not take this opportunity to improve its organization, administration and over all efficiency.
6. 1977-79 This was era of disenchantment. There was alround deterioration in discipline, authority and rise of indifference. This period showed appointment of Shah Commission as also appointment of National Police Commission.

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There was erosion of authority for law and for Police it was alround a turbul<sup>e</sup>nt period.

7. 1979-81 Sprial rise in prices, increasing unemployment disorder in students, labour, government servants and tremendous increase in atrocities on harijans, minorities etc. This period showed return of Mrs. Indira Gandhi to power and change of Government in State. Prosecution mania was replaced by constructive approach and the police were made to feel their responsibility towards maintenance of law and order. There was restoration of modernization plans in the police.

### 2.3 MAGISTRACY AND JUDICIARY

1. 1949-54 Reorganization of Rajasthan Judiciary, creation of Rajasthan High Court and reorganization of Sessions Courts.
2. 1956 Ajmer was integrated in Rajasthan and on 1st December Rajasthan Judicial Services and Rajasthan Higher Judicial Services are were constituted.
3. 1974 Separation of Judicial and Executive Magistrates.
4. 1975 Work load of different courts was ~~xx~~ assessed and number of new courts were created.  
Institution of Chief Judicial Magistrates came into existence. From 16 Distt. judges, the number was gradually increased to 20 and in 1981 it reached to 24.
5. 1976 Separation of Prosecution Branch from Police.
6. 1977 Creation of bench of Rajasthan High Court at Jaipur.

### 2.4 PROSECUTION

1. 1949-74 Organization of PSIs and PIs cadre.
2. 1976 Separation of Prosecution from Police and appointment of separate Director Prosecution under the Home Department.  
The system of appointment of Public Prosecutor, Addl. Public Prospeutors, Government Pleaders, Standing Councils, Government Advocates for courts of District and Sessions Judges, High Court and Supreme Court, Tribunals/Revenue Board and other agencies continued to be without a system and was dealt on as-come as-served basis.

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## 2.5 JAILS

- 2.5.1 In brief the retrospect for Jail and Correctional Services primarily consist of reorganization and classification of Jails in Rajasthan and introduction of remission, parole and open jail system.
- 2.5.2 There has been marginal awareness of Juvenile delinquency, segregation of undertrials and convicted inmates, emphasis on rehabilitation of the criminals and checking of recidivism.
- 2.5.3 There has been marked improvement in Jail industry and conditions of sanitation and hygiene and mainly food for the Jail inmates.
- 2.5.4 There was growing indiscipline in Jail inmates and complaints of barbarity increased. Cases of riots and other mal-practices were highlighted by the Press.
- 2.5.5 The point for consideration is whether the role of the jails is to provide a convenient homely atmosphere to the inmates with facilities of work, remission for good conduct and earning of wages through Jail Industry and Primarily to the rehabilitation of the criminals by subscribing to the reformation theory of punishment or the role ~~is~~ is primarily deterrent.
- 2.5.6 The group is unanimously of the view that the Jails for future evoke the deterrent or penal aspects of crime theory and simultaneously to evolve a satisfactory reformation/rehabilitation and crime/punishment programmes.

## 2.6 LEGISLATION

The history of legislation in Rajasthan pertaining to law and order is not very bright. Most of the Central Acts were extended to the State during this period.

Besides the Prevention Detection Act, MISA, COFEPOSA, Habitual Offenders Act, Cr.F.C. Amendment Act and lately National Internal Security Act, Rajasthan Government has only enacted the Goonda Act and some other minor and Special Acts.



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PART. IIIPROSPECT3.1 POLICE

- 3.1.1 Maintenance of Law and Order is the base of any developmental activities of the State. Any Government has to make ample provision to meet threats to the Country's integrity from external aggression and Internal dis-order. This fact was realised at heavy cost by the Government of India in 1962. During the Chinese aggression the inadequacies and dis-regard to the Country's defence was realised and heavy out-lays for modernisation and improvement of Armed Forces and Para-Military forces were undertaken as a special plan outside the developmental plan.
- 3.1.2 The realisation of having planned development of police forces in the country for maintenance of Internal Security was another paramount realisation after wide scale, riots, communal disharmony and general deterioration of law and order throughout the Country. As maintenance of Internal Security is a State subject, the responsibility of the State particularly of the border State of Rajasthan becomes all the greater.
- 3.1.3 The group suggests that the distinction between the plan and non-plan subjects and earmarking of the police as a non-plan department has adversely affected the organised planning, growth and development of police service of the State and has adversely checked growth of efficiency, modernisation and professionalism of police forces in Rajasthan. The group, therefore, suggests that the Police should have a plan of its own outside the developmental plan to concentrate on the following aspects:-
- (a) To develop sophisticated techniques of crime prevention on a Mass Crime Prevention Programme.
  - (b) To develop ways of application of Scientific technology to investigation of the offences by police and during trial of the police cases in the court.
  - (c) To make advance plans for assessment of manpower requirements for the police by projection and study of futurology and to recruit and train personnel to meet such demands over the decade.



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- (d) To assess requirements of equipment for modernisation of police force in Rajasthan and to provide rapid modernisation in (i) Communication (ii) transport (iii) Investigation methodology (iv) evidence methodology (v) Judicial satisfaction in courts.

- 3.2.1 The Police of the future has to be a public service oriented police and to achieve this role marked behaviour modification and apparent attitudinal change is required. This is proposed to be achieved through a system of special training for the integrated development of personality as a part of induction and in service training for police personnel of all ranks.
- 3.2.2 To elicit public cooperation it is proposed to have more police advisory bodies at various levels to involve more and more citizens and seek their cooperation in the maintenance of order and to increase greater legitimacy to law.
- 3.2.3 If law is to be an instrument of social change and police as an agency to help the victim, it is necessary that people's cooperation at the preventive, judicative and reformative levels is available not only voluntarily but also in abundance. This necessitates a fresh look at the numerous laws enacted by the legislature so that unless laws which have remained on books only, laws which do not reflect need of the Society and time, laws which are not designed to usher a new era of social order enshrined in the preamble of the constitution are expunged and right laws are enacted. The group suggests associations and interaction of legislators, police, officers, Magistrates, Judicial Officers, Jail authorities, Correctional authorities, Social workers, social reformers and educationists to discuss the need of laws, to create awareness for such need and to prepare social climate for acceptability of such laws through social education. It is only when laws are passed with this background that the law enforcing agency like police would be armed with public support for implementation of such laws and the participation of Magistrates and Judicial Officers as also the Jail and Correctional Services will equally cast an obligation on them to achieve a common accepted objective. In this sphere the role of voluntary agencies, trade unions, associations of Moral and social hygiene, chamber of trade and commerce, employees and association of specialists could be asked to come forward and participate in the holy efforts.
- 3.2.4 To achieve high degree of professionalism, technical and scientific advancement, modernisation in approach and outlook, it is necessary to think of organizational structure for the police and refashion it to suit its

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role and objective. The group is of the view that no effort has been made so far and it is imperative for the State Government to call for the report of National Police Commission and to implement such of the recommendations as can be done within the its resources. The group in this connection would also like to point out that a wonderful and labourious work was done by the Study Committee constituted by the State of Rajasthan to provide material for consideration of the National Police Commission on behalf of the Rajasthan State. Most of the recommendations of this Committee are of continuous importance and without wasting time we would take advantage of the same for implementation in the State to achieve premier position of Police reforms and development in the country. The group wishes to emphasize strengthening of IGPs position in the organizational structure of Police and suggests that the IGPs position should be next to that of the Chief Secretary in the rank of Director General suitably assisted by functional Heads of the IGPs rank. The Director General as a Chief of the Police force should have a tenure and should also carry ex-officio Secretary status and should have full administrative and financial powers vested in him. The group also suggests that for organizational health, efficiency and speed in an emergency department like the police, it is also necessary to arm the Head of Police organization with vast administrative power including transfers and posting upto the rank of DIG of Police.

- 3.2.5 The unanimous recommendation of the group is that for a worth-while modernization of the police functioning to begin with the appointment of Police Commissioner should be made for Jaipur City without any delay. It could be followed at places like Jodhpur, Kota and Udaipur subsequently.
- 3.2.6 The group also suggests that the position of the District Superintendents of Police needs to be strengthened considerably to make him effective. He should not only control and supervise but also be responsible for entire criminal administration in his charge. To achieve this he has to be armed with much greater powers to deal upto the rank of Dy. S.P. and has to be given greater administrative and financial support.

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- 3.2.7 For giving a positive outlook to the Police administration it is necessary to arm DIG with greater powers and to make his office an operational job, it is necessary that the powers of PHQ be delegated to this office as much as possible. The entire field work of the police should finish at DIG level and the reluctance on the part of senior officers to delegate authority should be overcome by the awareness and education that delegation does not mean abdication and the State Government should not also be shy of delegating its full authority to the Head of Police Force.
- 3.2.8 It is high time it is realised that the PSs functioning in Rajasthan has to be considerably improved for strengthening the trust of the people in its function. New norms of strength/transport/communication have to be evolved for PS Level. With our suggestion for greater de-centralization and delegation of authority and responsibility, it should be possible in the coming decade to tackle this vexed problem of creating confidence of the public in the working of PSs when instead of inspiring fear in the law abiding citizens they could be transformed into places of succour, help and relief to the needy.

### 3.2 MAGISTRACY AND JUDICIARY

1. Procedures of Courts to be simplified.
2. Disposal of Courts to be increased by:
  - (a) Widening of scope of trial of cases under summary powers
  - (b) Increase in number of Courts
  - (c) More work disposal in Courts by adopting higher norms of disposal.
3. Time bound disposal of cases to be prescribed in preventive sections of Cr.P.C.
4. Powers of preventive sections to be delegated to S.P.'s in Districts.
5. Better monitoring of pendency in Courts through use of computers.

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6. Association and enlistment of public cooperation, voluntary agencies for improvement of legitimacy of law and authority.

### 3.3 PROSECUTION AGENCY

1. State Government is considering of constituting a legal service. It should provide recruitment, training and on the job experience to APPs, PPs AGA and Dy.GA so that there is continuity of experience.
2. There should be provision of standing counsels for crime, Revenue and Taxation Courts,
3. Prosecution Branch dealing with criminal laws should be kept with the I.G. Police at the State level and District S.P. at the district level for better coordination and supervision.

### 3.4 JAILS AND CORRECTIONAL SERVICES

1. Both deterrent and reformatory view points have to be kept in view.
2. Short term imprisonments have to be avoided.
3. There has to be greater use of Probation of Offenders Act.
4. Association of inmates with Jail Management Particularly welfare has to be considered.

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5. Visits of Magistrates, Social Workers and Social agencies interested in reformation of Prisoners should pay surprise and periodic visits to Jail.
6. Programme of moral rearmament to bring about behaviour Modification and Attitudinal Changes have to be implemented.
7. Jails should be places for Hard and Rigorous discipline.

### 3.5 LEGISLATION

1. State Government should examine laws on prevention of crime passed by other States which could be profitably adopted by our Government.
2. The Police Department should suggest enactment of laws which will tighten control on criminals.
3. Police should suggest a comprehensive law for surveillance on suspects and criminals.
4. Traffic laws, Rules, Municipal Bye-laws, Civic sanitation laws, High way Code and Noise Control Act etc. should be constantly reviewed and adapted.
5. More and more duties of keeping peace, tranquility and order should be given to all types of public functionaries, particularly the Municipalities in Towns and Panchayats in rural areas.

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### Group VI: Agriculture and Allied Sectors

The group covered administrative problems relating to agricultural and allied sectors. Papers presented by Shri B.Hooja, Dr. Ranbir Singh and Shri R.S. Kumat formed the basis for discussions. After detailed deliberations following recommendations are made.

#### I. AGRICULTURE

- 1.1 Since 75 to 80% is rainfed area, watershed management should form the core of the agricultural administration; Integrated rural development should be based on watershed development. For this purpose besides major watersheds micro watersheds should also be identified. The area covered under micro watersheds will vary from 5000 acres to 10,000 acres.
- 1.2 Land use, soil conservation and water management practices be extended to non-agricultural sector also. Soil conservation should be treated as a key programme for both agricultural as well as non-agricultural sectors.
- 1.3 Diversification of cropping pattern by adopting new agricultural technology for crop rotation and water management be encouraged.
- 1.4 Present conventional system of classification of land should be replaced with scientific classification of land and the recommendations of the Land Utilisation Committee (GOI) should be adopted in this regard.

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- 1.5 Since 80% of the population in the State depends on agriculture and animal husbandry there is need to orient educational programmes so that agriculture and animal husbandry and allied subjects receive utmost importance at middle and higher secondary levels. The limitation of land for teaching agriculture subjects should not come in the way of extending the knowledge.
- 1.6 The soil conservation wing of the Agriculture Department should be carved out as a separate department and works be got carried out on the lines of PWD/Irrigation.
- 1.7 For minor irrigation projects water users associations be created. Similarly for medium irrigation projects three or four water users associations can be formed.
- 1.8 In the Directorate of Agriculture suitable organization for agricultural engineering be created in order to take up extension work in this area.
- 1.9 All head of the technical departments be given secretarial status(ex-officio additional Secretary) in their suitable ranks in order to ensure quick disposal.
- 1.10 Omnibus service rules should be adopted for all services alongwith all well defined schedules.
- 1.11 Training and visit programme earlier taken up in 17 districts of the State was reviewed and the group recommends that the programme should be continued and be extended to other Agriculturally potential areas. It also recommends that 60% of the contact farmers should be from amongst the small farmers and weaker sections.

- 1.12 There should be a separate Agricultural University in Rajasthan with different campuses giving education with practical training in addition to research in accordance with Agro-climatic conditions of the State.
- 1.13 National Commission on Agriculture has, after exhaustive studies, made recommendations for changes in the administrative set up of the departments. The administrative set up recommended by it should be adopted.
- 1.14 Inter-departmental Technical Directions and Coordination Committees consisting of the following Heads of the Departments be created to function in addition to the Plan Coordination Committee. Each Head of the Department will preside over this committee by rotation. The Departments are:
- a) Agriculture
  - b) Animal Husbandry, including Fisheries, Poultry
  - c) Sheep and Wool
  - d) Dairy
  - e) Irrigation
  - f) Cooperatives
  - g) Community Development and Panchayati Raj.
- 1.15 Successors of the Heads of Departments and if possible for other key positions in the organization, should be selected and be named in advance. This will eliminate administrative uncertainties.
- 1.16 A panel of retired technical personnel be maintained in order to utilise their services in advisory capacity for various jobs and assignments.

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## II. AREA DEVELOPMENT

Programmes like Desert Development and Tribal development be carried out on project basis and not on sub-plan basis. For this purpose Command Area pattern of administration can be adopted. Since the area of operation of Desert Development comprises all districts and is too large for operation it should be bifurcated into two divisions.

- 2.1 CAD concept has given satisfactory results in coordinating various agencies like Agriculture, Irrigation, Cooperative etc. For achieving optimum utilisation of water and land resources, this type of administrative arrangement be extended to all medium and major Command Areas. This approach need not only be restricted to development of Command Areas but also should extend to the catchment of the reservoir. The operation and maintenance of reservoir and irrigation system should be under the control of CAD Authority.
- 2.2 BARA BANDI system should be introduced in all water management systems with proper control system at outlets with assured supply of adequate water.
- 2.3 Entire water delivery system should be reexamined and modernised to ensure maximum delivery of water upto field level. This implies that construction and lining of water courses and minors should be essential part of an irrigation project.



- 2.4 The construction of water courses and field drains should precede release of Irrigation Water so as to have optimum utilisation of water from the beginning.
- 2.5 The programmes of Tribal development and Desert Development should also be taken on an area-wise, and time-bound project basis and for execution of these projects Tribal and Desert Development Commissioners should function in the same fashion as the Commissioners for Command Area Development in Chambal Project and Rajasthan Canal Project.
- 2.6 To avoid unhealthy practices in water distribution from irrigation tanks(minor and major) and canals, waters users committees should be constituted consisting of cultivators both from upper and tail regions. To start with, such committees be formed at chak level in canal projects and at the minor canal level in the medium irrigation tanks, and also small village irrigation tanks.

### III. ANIMAL HUSBANDRY

- 3.1 There should be a regional set up for Animal Husbandry Department with adequate delegation of powers.
- 3.2 Proper supply of 'quality' animals to farmers at reasonable cost be ensured under the Integrated Rural Development Programme. Cattle fairs at the moment being organised both by Department and Panchayat Samity are not only inadequate but do not include milch cattle, sheep and goat. Time has come to organize cattle fairs with higher emphasis for milch cattle, sheep and goat. More cattle fairs as such with higher emphasis to milch cattle be organized by Department/Panchayat Samities.



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- 3.3 The Department of Animal Husbandry should be represented in the Board of Directors of Dairy/Sheep Federation.

#### IV. COOPERATIVES

- 4.1 Since cooperative movement has taken deep roots in the State and has expanded very much, there is a need to raise the status of the Registrar, Cooperative Societies to the level of Commissioner. The tenure of the Registrar should have a minimum duration of 3-5 years.
- 4.2 The provisions of sections 139 of Rajasthan Cooperative Act (1965) which empowers the Government to exempt any society or class of societies from the operation of the provisions of the Act and Rules, make the other wholesome provisions of the Act ineffective which sometime hits the basic objectives. It is recommended that this section should be suitably amended to enumerate the specific objectives for which this section could be used by the Government.
- 4.3 There should be separate cadres for personnel serving in the following types of cooperatives:-

- a) Credit
- b) Consumers
- c) Marketing
- d) Industrial Management

For effective management, each cooperative society should have its own <sup>personnel</sup> / including those holding key-posts.

Recruitment and training should be done by the cadre committee at the apex level in each discipline. After a person is selected, he will be placed at the disposal of a Society by the cadre managing society and his appointment will be

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governed by the rules of the society which will have full administrative and disciplinary powers.

- 4.5 Sobha Ram Committee's recommendations regarding cooperative movement in Rajasthan, which are pending consideration by the State Government, should be accepted and implemented at the earliest.

#### V. SHEEP AND WOOL

- 5.1 An integrated approach for sheep and wool development programmes need to be adopted by strengthening the Rajasthan State Sheep and Wool Cooperative Federation. Since one agency would be more effective in implementing all the programmes concerning health cover, breeding, extension and marketing of sheep and wool, the existing department of Sheep and Wool need to be merged completely with the Federation.
- 5.2 The existing practice of secret bidding in traditional wool and sheep mandis needs to be banned and auctioning of sheep and wool be done by open bidding on the pattern of Krishi Upaj Mandis.
- 5.3 The Sheep and Wool Cooperative Federation will not be in a position to achieve its objectives of providing benefits to sheep breeders unless commanding share of the market is captured by purchasing at least 30 to 40% of the wool. To achieve this the share capital base needs to be strengthened by providing enough margin money to obtain necessary loans for effective operation.

- 5.4 The present wool grading system is cumbersome and should be revised to have lesser number of grades according to requirements of the Indian market.
- 5.5 Present scheme for development of 100 hectare plots for sheep range management under DPAP/DDP should be extended to other potential areas also. The sheep breeders cooperative on these farms should be affiliated with the Federation.

#### VI. FISHERIES, SERICULTURE AND POULTRY

- 6.1 There should be a separate organization for Fisheries Development at the <sup>state</sup> level preferably on the lines of Dairy Federation.
- 6.2 F.F.D.A.'s should be extended to other areas to develop C& B class tanks, through individual efforts under IPD programmes. These should be affiliated with the proposed apex level federation.
- 6.3 Marketing arrangements be developed to ensure economic returns to Farmers by organising their cooperatives affiliated to apex level marketing federation.
- 6.4 Scope for Development of Sericulture exists in the State and necessary infrastructure be created for the purpose.
- 6.5 Poultry Development Programme through involvement of Small Farmers and Weaker Sections be taken up in all potential areas through organisation of Poultry Farmers Cooperative and their Marketing Federation as per recommendations of N.C.A.

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VII. FORESTRY

- 7.1 Road side plantation, specially on village, link and other district roads, should be got done through the farmers of the adjoining fields by providing them proper incentives as also grant of rights for use of fruits, lopping and felling of mature trees.
- 7.2 There should be rules to allot unculturable waste lands on long lease for specific purpose like private growing of forest trees, shrubs and grasses.
- 7.3 Panchayats should be involved and given incentives for developing a part of Gochar/Oran land and other vacant village lands for growing trees, fodder and pasture.
- 7.4 The Forest Department has no extension machinery for motivating the farmers for farm forestry. Suitable arrangements be made to appraise the farmers about the practices to be adopted, for afforestation by involving extension agencies of Animal Husbandry, Agriculture and Dairy Federation.
- 7.5 Necessary technical and financial aid be given to Panchayats for establishment and maintenance of Panchayat forest - on a movement basis with a One Forest One Village slogan.
- 7.6 The Forest and Ravines lands at present in the custody of Forest Department may also be developed through private entrepreneurs and through Panchayats, Cooperatives by giving land on long lease with suitable safeguards. The cost of establishing the forests be suitably subsidised as it is a long gestation project and required sufficient incentives

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to attract private entrepreneurs. The efforts of afforestation through private individuals will reduce the burden on state exchaquer because the subsidy will not be even half of the usual departmental costs.

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Group VII : Developmental Administration, Other than  
Agriculture and Social Services.

Introduction

The concept of Welfare State is basically upliftment of the common man to a reasonable level of economic stability. With a view to achieving this objective, in India, there has been strong emphasis on developmental administration. In Rajasthan, inspite of the feudal heritage, there has been substantial achievement towards this national goal. Proper and efficient administration greatly facilitates effective implementation of developmental schemes. In Rajasthan much progress has been made in the field of administrative Reforms. In this paper we have examined the working of different organizations separately and have made some recommendations accordingly.

Department of Tourism, Rajasthan

The basic purpose of this department is to motivate the maximum number of foreign and domestic tourists, by exploring the various possibilities of making it more facilitative and attractive. This requires:

1. The development and maintenance of Tourist spots. For this land at suitable locations should be made easily available. For stream-lining this process there should be a high powered committee comprising representatives of all concerned departments.

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2. The creation of infrastructural facilities accommodation as well as transportation.
3. Availability of finance at low rate of interest to entrepreneurs desiring to set up a hotel.
4. Formulation of law on Tourism to regulate various tourist facilities and services.
5. Declaration of hotel as "Industry" so that concessions available to other industries would be made available in this sector.
6. Government should consider making facilities at subsidised rates available to Government servants at those places where the facilities of Dak Bungalow or Circuit House are not available.

#### Industries Department

1. Creation of Special Cell to give detailed information regarding potential industries, project profiles, marketing information, infra-structure, concessions and facilities.
2. A package of assistance should be provided which should be reviewed from time to time.
3. Recruitment of more technical personnel.
4. Overlapping of functions should be avoided.
5. Government declared policy should be effectively implemented by other connected departments.
6. Marketing organization should be developed by Rajasthan Small Industries Corporation.

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7. Better and more effective coordination should be worked out between the Corporations and Departments.
8. Decentralisation of financial and administrative powers at the headquarter and district levels.
- 9 . Better mobility conditions at district and panchayat samiti.
10. Training by Industrial Training Institutes should be conducted looking to future demand of industries especially in Small Scale and Rural Sector.
11. The autonomy of public sector undertakings should be preserved and they should not be treated as Government Departments.

Census Data and Rural Department

1. Panchayat Samiti wise publication of District Census Hand Books so as to facilitate formulation and implementation of rural development schemes, most of which are now-a-days block oriented.
2. Five yearly publication of Village and Town Directories as the data collected about the villages etc., gets out dated. The data compiled in the Village and Town Directories is interrelated to Census and can be collected 5 yearly.

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Proposals for Administrative Reforms in the Department of Mines and Geology:

1. Change in the pattern of offices of Assistant Mining Engineers and Mining Engineer from territorial to functional basis like other sister departments and elaborating the duties and powers of Superintending Mining Engineers.
2. Rearranging the vigilance set up of the department for more effective control over un-authorised mineral activities and to plug leakage of revenue.
3. Declaration of properties and mortgaging it to the Department upto the extent of annual rents or royalties for effective recoveries of Government dues.
4. Providing more funds for approach roads to mines.
5. Electrification of mines under Rural Electrification Schemes.
6. Modification in the recent Forest ordinance of Government of India for promoting growth of mineral industry also, keeping in view the forest growth.
7. Release of securities to PWD Contractors after no dues from Mines Department for effective recoveries of dues.

Public Works Department

1. Induction Training: Training is to be imparted to all new entrants in service at various levels like -Sub.Engineers/ Junior Engineers and Assistant Engineers, who are directly recruited in service.

(5)

2. Coordination Meeting: Regular and more frequent coordination meetings are required especially at District level to solve the day-to-day problems.
3. Norms of work-charged staff: should be laid down in detail, with reference to each type of job.
4. Shortage of Staff: Technical staff in the Department is overloaded and need be expanded according to optimum work load only and not in monetary terms. This is necessary for better supervision of works.
5. Requirement of legal staff: Due to greater legal awareness of public, there must be a legal assistant provided in every division to watch Government interest.
6. Participation of Technical Personnel in Developmental Activities: The senior positions in the developmental agencies should be manned by technical personnel for proper formulation and implementation of projects.

#### General

1. GF&AR and Financial Manuals should be revised during every plan period with a provision for further review during the plan period itself. Wider publication of these Rules and Manuals is necessary.
2. The posting of financial advisers in the Departments of the Government in the Secretariat should be done.
3. Delegation of powers to Head of Department with reference to repairs of vehicles should be enhanced and rationalised.



(6)

4. Strict implementation of disciplinary rules and better service conditions will help in promoting good ethics in Government.
5. Better coordination between different agencies involved in developmental activities is called for.
6. Better cadre management and stability of tenure for officers (like Heads of Departments) responsible for developmental activities is needed.
7. Provisions of grant of increments to the officers of the State Services who have reached the maximum of their pay scale should be made.
8. The policy of rental housing for Government servants needs revision. The priority of a government servant should be retained for a period of six months so that even if he vacates the government house on his transfer he may not face difficulties on his transfer back to the same place.
9. The Government should consider financial allocation of a fairly high order for construction of government houses at the district head quarters and efforts should be made towards providing earmarked houses to all officers.

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GROUP VIII- SOCIAL SERVICES

- A . Public Health Engineering
- B . Health and Family Planning
- C . Education, School and Technical

A. PUBLIC HEALTH ENGINEERING

In the past, the Chief Engineer, Public Health Engineering Department used to be an Ex-Officio Additional Secretary to the Government. This process resulted in quick disposal of various technical matters such as sanctioning of scheme, revised estimates and tenders etc. The Secretary to the Government used to exercise control over administrative policy and planning matters.

Since sanctioning of scheme on technical ground is linked fairly well with planning process, therefore, the system of Additional Secretary gradually eroded and the Additional Secretary was left with little say in such matters.

2. With the setup of Rajasthan Water Supply and Sewerage Management Board wide powers of the Government were delegated to Board and distribution of the powers were left mostly with the Administrator-Cum-Chairman of the Board. The idea was to make the Board almost a mini -government with the following three organisations:

1. The Committee of Directions.
2. Rajasthan Water Supply and Sewerage Management Board and;
3. The Public Health Engineering Department.

To have large delegation of important powers was a step towards decentralisation and enhancing the progress of development. However, further flow of powers downwards to the Department was not adopted

and rather a reverse trend has started for concentrating powers of the Head of the Department, Regional Officers and District level Officers with the Board. Even in the matters of actions within the powers of the Board a rider is existing that "ensure that the decision of the Board shall carry endorsement of Finance Department".

3. It is, therefore, recommended that:

1. The Administrator-Cum-Chairman of the Rajasthan Water Supply and Sewerage Management Board should be a Technical hand who will also be Secretary to the Government.
2. In the Constitution of the Board, Chief Engineer(s) should also be made member of the Board. The present provision that "Chief Engineer, PHED shall remain in attendance" is undesirable, reducing the status of Chief Engineer to merely an attendant.
3. Expeditious action should be taken to continue the flow of delegation of powers from the Board to the Department and downwards.
4. With the increasing activities of the department and looking to the expansion of the organisation, the work of department should be split up in two or more Chief Engineers on Regional or functional basis, without derating the present set up of P.H.E.D.
5. With the set up as proposed in para 3, the regional level officers such as Additional Chief Engineers or S-Superintending Engineers should be delegated larger financial and administrative powers within their jurisdiction.

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5. People's involvement in implementation of development activities should be encouraged, but individual's loyalty to public service must be checked; otherwise the development activities will be limited to a section of community or to persons who are well off.

## B. HEALTH AND FAMILY PLANNING

### 1. INTRODUCTION

1.1 The goal of the Health Services is to achieve "Health for all by the year 2000 A.D." In order to reach this goal the following health indicators/targets are desired to be achieved by the year 2000 A.D.:

- i. The infant mortality rate is to be reduced from the existing 125 per 1000 live births to 60;
- ii. The crude death rate is to be reduced from 14.1 per 1000 of population (1978) to 9.
- iii. The birth rate is to be reduced from 34.4 (1978) to 21.
- iv. The expectancy of life is to be increased from 50.5 years (1978) to 64.

1.2 In order to achieve these targets and to reach our goal administrative infra-structure is expected to be developed as under:

1. The department has to identify, train, supervise and monitor the work of traditional Dais and possible Health guides at the rate of one worker of each cadre/category for 1000 population. 2800 ~~130000~~ workers each of the two categories, are required for the purpose.
2. On 5000 population the male and female health workers with 18 months training is to be provided. 11200 of such



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workers have to be provided for the purpose. At present about 6000 workers are available and the rest have to be recruited, trained and posted.

3. The existing rural dispensaries are expected to be converted into the Primary Health Centres on a population of 30000 each.
4. The existing Primary Health Centres have to be converted into 30 bedded Referral Hospitals. To have one such Community Health Centre for 100,000 of population besides converting /up-grading of the existing 232 P.H.Cs. About 50 more new such Community Health Centre have to be opened with the supporting staff and budget. The District headquarter hospital is to provide all specialists services and the Medical College hospital have to serve as Referral institution for super specialised services.

1.2 It would be seen that the powers, functioning, responsibilities of a Primary Health Centre are being enlarged the PHC's being redesignated as a Community Health Centre, so that it acts as <sup>a</sup> "Mini District."

## 2. RETROSPECT

The following targets have so far been achieved to reach the goal:

- a) Birth rate reduced from 41.7 (1951-61) to 34.4 (1978).
- b) Death rate reduced from 22.8 to 14.2
- c) Expectancy of life increased from 41.3 to 50.5
- d) Infant mortality rate reduced from 158(1975) to 142.



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2.2 It shows that in order to expedite the process of development and to achieve goal of Health for all, certain administrative reforms in the department have become essential. These are recommended as under;

### 3. HEALTH ADMINISTRATION

3.1 P.H.C. Level: Looking to the over all work load being handed over to the P.H.C., the time has come to de-centralise administrative and financial powers to the Medical Officer I/c PHC. In fact, he should be declared as a Head of Office and should play the role in monitoring the field activities within his geographical area. He should be responsible for supplies and distribution of drugs and equipments to the Sub Centres. The para-medical staff working within his jurisdiction should be under his disciplinary control for minor punishments. Arrangement should be made for ministerial support at this level which is not available at present. All these Primary Health Centres are to be redesignated as Community Health Centres for 10,000 of population. The 3 Primary Health Centres and all the Sub-centres and Dais/ health guides will be under his supervisory control

### 3.2. DISTRICT AND REGIONAL LEVEL

The existing system is that senior most specialists attached to District Hospitals also acts as a Chief Medical and Health Officer of the District; he provides preventive/promotive, curative and rehabilitative services through out the district. Since he is a specialist, and is the only specialist in the district, his

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continued absence for field supervision in the rural areas is neither desirable nor practicable. The result is that he neglects his administrative responsibilities and the Rural areas remain relatively unsupervised. With the increased work load envisaged to achieve the targets referred to above, there is full justification to bifurcate the district hospital administration from rural health care system. Therefore, it is recommended that a post of the Superintendent of the District Hospital be provided as a promotional avenue to the specialists. It should be in the cadre of Dy.D.M.&.H.S. The new post of Chief Medical and Health Officer should be created who shall be responsible for all Health developmental activities within the district except that of the District Hospital. It should be of equal status with the Superintendent of District Hospital.

The time has now come to develop and create Zonal/Regional administrative set-up for the Health Department to co-ordinate the activities of the district covered under the zone. The zonal/regional officer should be in the rank of Addl. D.M.&.H.S.

Both the district as well as zonal system shall have to be delegated adequate administrative and financial powers to make these institutions more effective. Even the disciplinary powers shall have to be decentralized.

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### 3.3 DEPARTMENTAL HEADQUARTERS

Consequent upon the de-centralisation of administration to the Zonal level the Directorate will naturally, need re-organisation. There is a need to provide 5 Directors of Health Services, responsible for the development of Medical Health care system as below:

1. Director of Medical, Health and Family Welfare Services
2. Director of Health Services ( E.S.I. ). These 2 posts are already in existence.
3. Director of Medical & Health Services ( Colleges Education )
4. Director of Mobile Surgical Unit.
5. Drug Controller and Administrator of Food Adulteration Act.

These Directors will be assisted by Additional Directors/Dy. Directors/Assistant Directors in adequate number that justify the total work load. The system will have a pyramid for promotional avenues. Additional Directors will be transferable from Directorate to Regions and vice-versa. The post of Chief Medical & Health Officer in the district, Superintendent of the hospitals and the Dy. Directors at the Directorate level shall also be of equal status. The post of Chief Medical & Health Officer and Dy. Director should be inter-transferable. As far as College education is concerned, the post of Principal be separately encadred and should be at least of the status of Additional Director.

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3.4 STATE LEVEL

1. In order to co-ordinate all these 5 Directors, as indicated above, there should be Director General who in fact, should also be the Secretary of the Medical and Health Department at the Secretariat level;

2. Family Welfare Programme

Since the administrative hierarchy is already integrated, every worker is responsible for participating in the promotive programme of Family Welfare and MCH Services. No separate administrative delegating power is needed. At the headquarter and at the district level whatever additional assistance is provided for organisational work, no changes are recommended.

4. MAN POWER PLANNING, MEDICAL EDUCATION AND RESEARCH

4.1 The group noted that in the past the development of man-power planning has not been given adequate attention that it deserved. On the one hand there has been waste of resources, as for example hastily constructed health facilities remained idle, owing to lack of man power, on the other hand some training facilities were expanded so rapidly that more man power was available than the services could absorb. Man-power can not be stored for further use and is not freely substitutable. Therefore, the man-power planning must be done systematically, consistent with the available facilities, future projections, resources etc.



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4.2 The group noted that the development of Post-graduate facilities in the Medical Colleges of Rajasthan is lop-sided and is not related to the actual requirement or the needs of the State. There is over production of the post graduates, all of whom can neither be absorbed in government service nor be given jobs according to their specialisation. The group also recommends that the super specialities be also developed keeping in view the regional needs in a phased manner. The main thrust has to be on providing/ expanding the Health Care system in the rural areas and therefore, the production of very large number of post graduates at the cost of general duty doctors for rural areas, needs a serious look and the imbalances should be corrected. A separate cadre of hospital administration be created in due course of time for effective and efficient administration of hospitals.

4.3 As far as the para medical personnel are concerned, corrective steps have to be taken by opening a more schools and creating training facilities to provide all the staff, in accordance with the manpower requirements calculated on the basis of 5 years plans to reach targets fixed for the purpose. The para-medical staff attached to the hospitals under the Medical Colleges do specialized work and therefore, they should only be transferred within college hospitals of the 5 Medical Colleges. There would thus be need to create a separate cadre of para-medicals by bifurcating it from the common cadre working under the Director of Medical & Health Services for adequate orientation in health care and to develop expertise in health administration a separate institute of public health be



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developed with a-dequate inputs. The present institution is meeting limited needs only and needs reorganisation. Steps be also undertaken to strengthen the Dental health services; for which suitable manpower development be done.

4.4 Adequate funds are not available for research which is the essential part of medical education. There should be not only adequate funds, but also a machinery to guide and control research in the Medical Colleges on the subjects of importance that are directly applicable to the local conditions in Rajasthan. Health Service Research is also needed for effective health care delivery to the community. The government should pay better attention towards research on the above subjects.

## 5. GENERAL RECOMMENDATIONS

5.1 Regarding financial powers, it is recommended that in addition to the administrative and financial powers that are delegated by the government to the officers of equal status in other departments from the headquarters down to the lower level, some additional powers shall have to be given for maintenance and repairs of hospital equipments and disposal of un-serviceable articles. There is at present a great fallacy that there are more powers to purchase new equipments and very little powers to get them repaired and to write them off.

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5.2 The group noted that statistically the physical targets may be achieved but location and development of physical facilities is sometime motivated by political consideration in a manner that geographical areas are not served evenly, and lopsided development has occurred. The group therefore, recommends that the location of the institutions, should be within the identified, geographically distributed areas for service delivery. The group felt that there was a need for the Cabinet to fix norms, define geographical areas, the population that is expected to be served, the availability of man-power to run services; once the cabinet has laid down these guide lines and principles, within this framework, the location of a institution be decided. If any changes/ deviation from the policy laid down by the cabinet is considered necessary, such changes should only be permissible by the cabinet.

5.3 The group also recommends that while developing the infrastructure, and expanding the programme, physical facilities including accommodation to the personnel must be made available for efficient functioning and administration of the services; otherwise these institutions, shall continue to remain vacant as at present. Malfunctioning or non-functioning of an institution creates dis-satisfaction in the community. It also creates indiscipline, undermines the authority of the government and the public loses faith in the system. This should be avoided.

## 6. CONTROL OVER PRIVATE HOSPITALS/NURSING HOMES

6.1 In order to standardise accommodation, equipment diagnostic facilities and staff in the private institutions/hospitals/Nursing

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homes, it is recommended that like Maharashtra, Gujarat, a compulsory registration by the government should be enforced. A statutory body, with adequate powers, shall have to be created through the Legislature for the purpose.

### C. EDUCATION, SCHOOL AND TECHNICAL

#### SCHOOL EDUCATION

#### 1. OBJECTIVES

1.1 Universalisation of elementary education is to be given a high priority. Though after independence, substantial progress has been made in Rajasthan in elementary education, still it continues to be one of the most backward states of the country in respect of elementary education.

1.2 In addition to the expansion of elementary education, it is also essential to make elementary education relevant to the economic needs of the society. The quality of education also needs sufficient improvement.

#### 2. RETROSPECT

2.1 The size of Primary and Secondary Education has grown very much, the State having 22480 Primary Schools, 5197 Upper Primary Schools and 2582 Secondary/Higher Secondary Schools. Hence it is necessary that appropriate changes in the administrative set-up of elementary education are made immediately. Rural Primary Schools are under Panchayat Sanities while Rural Upper Primary Schools and Urban Primary Schools are with the Education Department. This dictotomy is creating several administrative problems and hence



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it is essential to have only one administrative set up for entire elementary education.

2.2 The financial constraints of the State Govt. call for the need to mobilise reserves from local community for elementary education. Involvement of the local community in an effective manner is essential for enrolment and retention of students in formal, non formal education and in adult education centres.

### 3. PROSPECT

3.1 In order to achieve the objectives and to overcome the the existing administrative bottle-necks and problems, the following proposals are made:

- 1) We agree with the recommendations of the Kothari Education Commission for setting up of District School Boards for entire School education. However, at present it is recommended to set up statutory autonomous District School Boards for the administration of entire elementary education including non-formal and adult education (Primary and Upper Primary classes) of urban and rural areas of the District. The Board may include representatives of Zila Parishad, Municipalities, educationists nominated by Government and some ex-officio members of the departments of education, industries, agriculture etc. The District Board be responsible for managing directly the urban elementary education and for supervising the elementary education run by Panchayat Sanities. The

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District Elementary Education Officer will be an ex-officio Secretary to the Board.

The Primary Schools run by Panchayat Samiti be treated as a separate subject. Block Education Officers be appointed with a separate P.D. Account. For this purpose a separate

The Rural Primary Schools run by Panchayat Samiti and Rural Upper Primary Schools run by Education Department in a Panchayat Samiti should be transferred to a statutory body at the block level ( Block School Board) which will function under the District School Board.

The District School Board will act as an agent of the State Government and exercise delegated powers. The recruitment of teachers should be done through Zonal Public Service Commission. The Education Department will be responsible for framing the programmes and development policies of the Board, formulating of curriculum, preparation of text books and in-service training of teachers.

2) Local Education Committee be constituted. For rural areas there may be a Committee for each village/Panchayat. For urban areas the Committee be formed for each locality i.e. Mohalla/Area.

3) Through appropriate legislation the State Government should levy Education cess for augmenting the financial resources for universalisation of elementary education.



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4) In order to attract talent in the educational administration it would be appropriate to recruit 50% posts of District Education Officers by direct recruitment by holding competitive examination by R.P.S.C.

5) I Divisioners Post Graduates and Graduates be appointed directly in I and II Grades respectively and they may be required to get themselves trained at their own cost within three years.

6) New Schools should be opened strictly according to the clearly defined norms and criteria to be decided by the Cabinet so that regional imbalances are minimised and the problem of uneconomic schools is reduced to the minimum.

7) Opening of Science subjects/faculty in Secondary and Higher Schools should be sanctioned one year in advance so that the actual class is started after one session and during that period necessary arrangements for building, laboratory, equipment etc. should be made.

8) The proposed Education Act be passed early to check the mushroom growth of teaching shops which exploit the teachers as well as the students.

9) Innovative programmes such as School Complex, Land inspection, Sikho-Kanao, Working holidays etc. should be taken up in a phased and planned manner.

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TECHNICAL EDUCATION1. OBJECTIVES

1.1 The industrial growth in the State mainly depends upon the quality of technical personnel available as well as the adequate and appropriate facilities of providing technical training at various levels.

2. RETROSPECT

2.1 The Engineering Colleges, Polytechnics and I.T.I's. are providing facilities of technical training at various levels in Rajasthan. There is a need to expand these facilities and to improve the quality and content of technical training so that the trained personnel suit the practical requirements of industry and they are able to take up self employment. The position of man power planning is far from being satisfactory and its improvement needs high priority.

3. PROSPECT

3.1 In order to achieve the above objectives and to overcome the existing problems, following recommendations are made:

- 1) At State Level there should be a machinery to review and revise the content and variety of technical courses periodically.

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- 2) It is essential to set up a machinery at the State Level for advance (perspective ) planning for Technical Man power both long term as well as short term. Involvement of existing industries in this planning should be ensured in an effective manner.
- 3) Appropriate placement service of the technically trained personnel be organised for ensuring job opportunities to them which may also include self employment.
- 4) There should be an effective coordination between the Directorate of Technical Education, Industries Department, Labour Department etc.
- 5) Appropriate conditions about apprentice training and employment of technical personnel from Rajasthan should be laid down while granting industrial licence for setting up an industry in the State

#### D. UNIVERSITY EDUCATION

1.1 There are several anomalies and paradoxes in the sphere of higher education. Some of the anomalies and paradoxes are common to other spheres. Briefly mentioned below are the ones which are significant:

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1. Universities and Colleges, neither academically nor financially viable and sound, are established often wholly on account of non-academic considerations. This must be severely discouraged. The ones that are already there should be strengthened.
2. This proliferation often erodes quality. There are some Universities where degrees are easily available. The question of maintaining uniform standards is very important.
3. When we talk of standards we must keep in view the world standards. That is why there is the need of 'Major Universities' as the Kothari Commission envisaged them.
4. Steps must be taken to prevent what is now known as 'brain<sup>-drain</sup>'.
5. Steps must also be taken to prevent plagiarism of dissertations and theses, adjuncts of advanced research. Cases have been known where scholars have plagiarised from published and unpublished papers available abroad as well as in this country.
6. The autonomy of the University is another important issue. Autonomy has two dimensions- academic and financial. Academic autonomy should be maintained.
7. There should be greater mobility between Professors in the University and the Institutes of Technology on the one hand, and industrial other high technology organisations, banks and term lending institutions, autonomous corporations and governmental offices on the other. This would enable cross-fertilisation of ideas and bring the academic world closer to the community.



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8. There should be greater co-ordination between the universities within a particular state.
9. The authorities determining School Curricula and the bodies entrusted with the framing of syllabi in the Universities should have greater liaison.
2. The Report of the Education Commission Report 1964-66 remains an important document. It can throw light on almost all the issues enumerated above. In fact, there is hardly any room for any fresh recommendations to be made here. The following may be highlighted:
  1. The way a University functions should be examined from time to time ( every five years or seven years) by a high-powered committee consisting of academics ( not only of the University concerned but from other Universities), judges of the High Court, eminent men drawn from the private sector, ( since the private sector employs the products of Universities), administration and men drawn from other walks of life, if necessary.

The autonomy conferred on the Universities is often misused and the in-built mechanisms to detect and rectify malfunctioning are often found to be inoperative. These Committees should be properly empowered to recommend suggestions.
  2. The threefold functions, teaching, research and extension should be examined from time to time and proper steps should be taken to encourage all three activities. That the Universities should be alive to the needs of the Community is a truism. How best this can be achieved needs meticulous planning.
  3. The Registrar of a University should be invested with greater power.
  4. Attendance of the students must be made compulsory.
  5. Codes of conduct should be laid down for the teaching as well as the non-teaching staff.
  6. The idea of 'Campus Police' should be examined more closely.
  7. Steps should be taken to provide housing facilities to the majority of the teachers and non-teaching staff of the University.



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8. Man-power planners and the University authorities should have closer cooperation.
9. Students' organisations should be invested with greater power in determining the finances of the University especially in so far as students' problems are concerned.
10. Non-teaching staff should be entrusted with greater responsibilities in the matter of administration
11. Plagiarism in research should be severely dealt with.

#### E. ARCHAEOLOGY AND MUSEUMS

##### 1. REPORT RETROSPECT

1.1 The present set up of the department took its shape in 1951 after integration of the former princely states. Earlier, some of the principal states of the erstwhile Rajputana like Jaipur, Udaipur, Jodhpur, Alwar, Bikaner had their own well-established museums started in the first half of the present century. The Central British administration established the Rajputana Museum at Ajmer in 1908 . These institutions essentially formed part of the personal possession of the royal house where access was restricted to limited persons viz. royal guests/V.I.Ps only. With the advent of democratic structure in the post-independence India, the concept of the museums also changed. From houses of oddities and curiosities' ( राज्यायुध ) they turned into cultural centres and living institutions-serving the society in general. The department took the lead and the existing museums were reorganised into State, Regional, Local and site museums- with the basic object of educating the people- both young and old, literate and illiterate- about the cultural trends and heritage in which Rajasthan of the old abounds. Thus the museums in Rajasthan took much broader magnitude and the department revitalised them. It also showed more concern towards the

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research in the field of human culture, history and art and also took all possible measures towards proper care and protection of the cultural heritage.

1.2 The department, thus, launched various activities and programmes in almost all the branches of Archaeology viz. Exploration and Excavation of old sites, preservation and protection of historical monuments and the establishment of new museums. The four fold function of an ideal museum viz. Collection, Preservation, Display and Interpretation helped immensely in focussing the glory that was once Rajasthan. In course of exploration a number of archaeological sites, pre-historic and protohistoric, were brought to light which ultimately led to the excavations of important sites like Ahar ( Udaipur), Noh ( Bharatpur), Bagor (Bhilwara), Jodhpura(Jaipur) Ganeshwar ( Sikar), Sunari (Jhunjhunu) and the like. In another field the officers of the department discovered many interesting old monuments viz. temples, forts, palaces, baoris, havelis etc. of immense historical and artistic value, covering wide range from early Christian era to the modern times. Another wing of the department is engaged in the systematic exploration and survey of art objects like miniature/mural paintings, sculptures, epigraphs etc. and their documentation and study. The excavations conducted by the department for "digging the past" have revealed the important role Rajasthan played in India's hoary past. The results of these archaeological operations are, indeed, significant. The evaluation of the material unearthed in the context of the early cultures, has now brought Rajasthan on the archaeological map of India.

1.3 With the promulgation of the "Rajasthan Monuments, Archaeological sites and Antiquities Act 1961", the department has been taking more and more monuments of historical and artist importance under its care and protection. Chance discovery of treasure-trove finds like sculptures, coins etc. have enriched our collection, the best specimens, obviously, put on display in the galleries of museums; Chemical preservation branch equipped with an up-to-date laboratory is looking after the chemical treatment of portable antiquities, art objects, wall paintings etc.

## 2. PROSPECTS AND RECOMMENDATIONS.

2.1 (a) For the present, the department has no problem regarding man power but one important point for consideration is the adequate physical facilities to be provided to the survey unit so that the efficiency of the department is improved and the targets achieved.

(b) Archaeology has several branches and it is not possible for an individual to specialize in more than one or two branches. Therefore proper distribution of work based on aptitude and ability of the individual would ensure better achievements in the field.

2.2 For every newly recruited officer there should be a training programme and for the old officers refresher courses to improve the efficiency of the department.

2.3 Encroachment in land forming part of a protected monument is posing a serious problem before the department which, with its limited resources, feel unable to deal with the

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growing cases of such encroachments effectively, Maharani-Ki-Chatri is a burning example where private persons are gradually grasping Government land despite the best efforts of the department to get them vacated. Under such circumstances it is necessary that the Police, Revenue Department, UIT and Local Bodies are also made responsible to see that no such encroachment is made and whenever such cases are reported by the department they should take immediate steps to remove them.

- 2.4 Our isolated monuments in remote corners of the State requires proper arrangement for watch and ward, without which, they remain insecure against the anti-social elements. Therefore, such monuments should be provided with adequate watch and ward to ensure complete safety.
- 2.5 Restoration of archaeological monuments is a highly technical work and hence this should be got done through trained departmental agency so that the originality of the monument is not impaired.
- 2.6 At present the total fund allotted for conservation work is distributed among all the circles and with the small amount an individual monument gets complete restoration is never possible. Hence restoration by turn on priority basis would fetch more satisfactory results.
- 2.7 Opening of site museums at some important place has to be given due consideration for the reasons:



- (a) To satisfy the sentiments of the local people who are not allowing shifting of sculptures away from the site.
- (b) To restore the importance of the ancient cultural seat.
- (c) For security and display of the objects not possible to shift against local sentiment.

#### F. SOCIAL WELFARE ADMINISTRATION

##### REORGANISATION OF THE DIRECTORATE

1. The Social Welfare Department handles work relating to welfare of backward classes, women, children, handicapped persons, beggars, destitutes, offenders, etc. In many other States the said functions are discharged by different Directorates, viz. Harijan Welfare and the Directorate of Tribal Welfare. Similarly, there are separate Corporations for development of Scheduled Castes, Scheduled Tribes and other Backward classes, respectively. There is need to consider the possibility of setting-up Directorates in Rajasthan on the pattern above stated. If separate Directorates cannot be created on account of constraints, the Directorate of Social Welfare should be suitably strengthened and re-structured with three different Wings dealing with Welfare of Backward Classes, Social Defence Programmes and Social Welfare Schemes. While Welfare of Backward Classes would include social, economic and educational development of Scheduled Castes, Scheduled Tribes and other Backward Classes, the Schemes covered under Social

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Defence would include implementation of the Probation of Offenders Act, Children's Act, S.I.T. Act and Prevention and Control of Beggary, Prison Welfare Services and other Correctional Services. Programmes related to Social Welfare would include schemes related to the welfare of women and children, welfare of physically and mentally handicapped persons, welfare of the aged and infirm, etc. There are large number of schemes under the different heads stated above and substantial financial assistance is also available from Government of India. For effective implementation of the Social Welfare Programmes, re-organisation of the Directorate of Social Welfare is considered necessary.

Upgrading Status of the District Officers and Strengthening of the District Officers.

2. At the district level, the Social Welfare Officer gets a salary less than that of the Tehsildar. His rank needs to be upgraded alongwith staff and resources at his command  
Induction of fresh blood in the Deptt.

3. The Department has not made direct recruitment on higher posts for the past many years. There is urgent need to induct fresh blood into the Department at higher levels and it is, therefore, considered necessary to recruit atleast 50% of the Assistant Directors directly through R.P.S.C. after holding competitive examination.

Inservice training

4. For equipping the personnel already working in the Department a system of in-service training for various functionaries is necessary to be evolved.

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5. Construction of buildings for the institutions and proper treatment of inmates

The inmates living in the Institutions run by the Social Welfare Department do not receive a fair treatment at present. This is on account of lack of proper building as well as the attitude of the concerned personnel. It is necessary to undertake a programme for construction of suitable buildings and also devise systems and methods to ensure personal care of each inmate by departmental staff. Each individual problem should be properly analysed and solved with a view to work-out plans for his development and rehabilitation.

6. Involvement of inmates in management of Hostels

The Social Welfare Department runs many hostels for the students belonging to the S.Cs/ S.Ts./ Denotified Tribes. There are very frequent complaints of corruption and irregularities and the benefits do not fully reach the students. The students should be involved in the management of these hostels and Mess Committees can be constituted so that students can manage their own affairs. In hostels and other similar institutions the Department should evolve a policy of involving the inmates in the day-to-day management of the institutions so that corruption and irregularities can be minimised.

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7. District level autonomous social welfare Agencies (Vol. organisations)

A district-level autonomous agency should be created and registered under the 'Societies Act'. This agency may be called the District Social Welfare Agency. It can be chaired by the District Collector and there can be suitable mix of officials and non-officials in the Agency. This agency can be entrusted with the running of Social Welfare Programmes and institutions within the district. Such an organisation would be able to attract substantial funds from Government of India and the delivery of services would also be considerably free from leakage. The Agency can also attract local resources and community participation in implementation of Social Welfare Programmes.

Review of Reservation Policy for S.C./S.T.

8. It is felt that in some areas the population of Scheduled Castes/Scheduled Tribes is very high but the employment opportunities available to the local persons belonging to these castes are very limited. On the other hand, areas having very limited population of Scheduled Castes/ Scheduled Tribes get a much larger and dis-proportionate benefits because of the reservation policy. An example of this nature would be districts Banawara and Bikaner where the population of S.Ts is 72.93% and 0.07% respectively but the reservation for S.Ts. is constant, i.e., 12%. This anomaly needs to be examined in detail for evolving a suitable policy so as to ensure benefits to these communities in proportion with region-wise/district wise population.



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Coordination and Monitoring Coordination Committee

9. The Social Welfare Department functions as the nodal department for programmes related to the Backward Classes, women, children, handicapped persons, etc. Many of the programmes related to their welfare have to be implemented through different departments. There is no institutional arrangements other than the Plan Coordinating Committee for coordination and monitoring of such programmes at frequent intervals. It is, therefore, suggested that inter-departmental committee consisting of the concerned secretaries and heads of the departments should be formed and they should meet atleast once in two months to review the implementation of such programmes, e.g. for monitoring employment of physically handicapped persons a Committee would consist of Secretary, Social Welfare, Secretary, Employment, Director, Social Welfare and Director, Employment.

G. PUBLIC COOPERATION FOR PLAN AND DEVELOPMENT SCHEME

1. The importance of people's involvement and public participation in Plan and Development Schemes has been accepted since the very inception of the Planning but there remains a great scope for a more serious and concrete thinking on the subject.

2. The overall constraints of financial resources for strengthening the existing institutions in the field of social services accompanied by the compelling political necessities to open new units is providing an ever widening field of frustration in the working of the various social service units whether they

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are schools or Hospitals or drinking water supply scheme or institutions for the welfare of the weaker sections:

3. The resource potential of inspired people's participation is immeasurable and remains largely either untapped or very greatly under utilized. Offers of donations from individuals can be separated from the Community participation for a Project. Individual offers can and should be considered only if they are for units which strictly fulfil the criteria of minimum programme sanctioned by the Cabinet. Income Tax exemptions provided are quite lucrative for the industrialists for schemes of Rural Reconstructions provided there is a simple and well known method of registering the contributions of these. More emphasis is however necessary for organizing people's cooperation in general for local schemes of social and community welfare.

4. An administrative setup should be a bare necessity for achieving some definite and coordinated results. It is proposed that this setup should be in the Planning Department at the State level and part of District Development Officers' organisation at the District level. There should be a committee at the State level under the Chairmanship of the Chief Minister with representatives of all Development Departments. There should be a similar committee at District level. In both these committees the members should be elected representatives and dedicated social workers.

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5. All Plan Departments should prepare schemes for registering people's cooperation, frame rules and give publicity to them. Some programme be concretely provided in the conceived plan schemes and a periodical view be undertaken for implementation of the programme of people's cooperation. There should be a local people's committee for each project which should look after it not only at the initial stage but throughout its life.

6. The Committees proposed to be set up at State and District level should accord highest priority to consolidation and utilization of the full capacities of the existing institutions.

APPENDIXWORKING GROUP : I  
SECRETARIAT ADMINISTRATION

CHAIRMAN	:	SHRI M.S.SADASIVAN
MEMBERS	:	SHRI RAJENDRA PAL SINGH
		SHRI G.K.SHARMA
		SHRI A.K.SAXENA
		MRS.KRISHNA BHATNAGAR
		SHRI M.S.MOORA
		SHRI R.L.JAIN
		SHRI P.C.SINGH
		SHRI K.K.MURARI
		SHRI ABDUL HAI
		SHRI A.K.SHARMA
		SHRI R.M.KHANDELWAL
RAPORTEUR	:	SHRI A.U.CHELANI



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WORKING GROUP : II  
DEPARTMENTAL ORGANIZATION

CHAIRMAN : DR.C.M.MATHUR  
MEMBERS : DR.M.V.SAPRE  
SHRI S.N.MATHUR  
SPECIAL INVITEES : DR.B.M.SHARMA  
SHRI SHIV NATH SINGH  
SHRI H.C.JOSHI  
SHRI N.S.SISODIA  
SHRI K.K.SARIN  
SHRI B.KAMBO

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WORKING GROUP : III  
PERSONNEL ADMINISTRATION

CHAIRMAN : SHRI R.N.SRIVASTAVA

MEMBERS : SHRI Y.SHARMA  
SHRI SUDHIR VERMA  
DR.N.K.KULSHRESHTHA  
DR.JAGDISH C.KUKAR  
SHRI S.P.GOYAL  
SMT.APARNA SAHAY  
SMT.GEETA CHATURVEDI  
SHRI P.S.BHATNAGAR

SPECIAL INVITEE : MRS.KRISHNA BHATNAGAR

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## WORKING GROUP : IV

LAND REVENUE AND GENERAL ADMINISTRATION  
OTHER REVENUES AND LOCAL BODIES

CHAIRMAN : SHRI RAM SINGH

MEMBERS : SHRI BALA SAHAI  
SHRI B.L.DASHORA  
SHRI GANPAT RAI  
DR. HOSHIAR SINGH  
SHRI N.L.MATHUR  
SHRI SURAJ RAJ MATHUR  
SHRI M.C.MODI  
SHRI C.M.SINGH

RAPPORTEUR : SHRI P.C.MATHUR

(v)

## WORKING GROUP : V

## LAW AND ORDER

CHAIRMAN : SHRI D.P. GUPTA

MEMBERS : DR.G.P.PILANIA  
SHRI G.K.SHARMA  
SHRI B.K.BINJOO  
DR.P.D.SHARMA  
PROF.RAM AHUJA  
SHRI S.L.KAKKAR



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## WORKING GROUP : VI

## AGRICULTURE AND ALLIED SECTORS

CHAIRMAN : SHRI NIRANJAN SINGH

MEMBERS : SHRI B.HOJA  
SHRI R.S.KUMAR  
SHRI M.S.MOGRA  
SHRI J.I.GIANCHANDANI  
SHRI R.K.SHARMA  
DR.RANBIR SINGH  
SHRI N.K.KAUSHIK  
SHRI H.C.JOSH  
DR.B.M.RAINA  
SHRI D.S.EHANDARI  
DR.ANTER SINGH  
SHRI K.D.TRIVEDI  
SHRI B.B.MATHUR  
DR.HARI LAL

## WORKING GROUP : VII

DEVELOPMENTAL ADMINISTRATION, OTHER  
THAN AGRICULTURAL AND SOCIAL SERVICES

CHAIRMAN : MRS. R. R. HALDIA

MEMBERS : MRS. MEENAKSHI HOOGA  
SHRI N. K. SETHI  
MISS SANGEETA SHARMA  
SHRI ATUL KUMAR SHARMA  
SHRI P. S. SHARMA  
SHRI D. K. SHARMA  
SHRI S. K. SHARMA  
SHRI V. D. MATHUR  
SHRI N. R. MATHUR  
SHRI B. S. MEENA  
SHRI HARION PRAKASH

SPECIAL INVITEES : SHRI K. K. SARIN  
SHRI N. S. SODIA

## WORKING GROUP : VIII

## SOCIAL SERVICES

CHAIRMAN : SHRI J.S.MEHTA

MEMBERS : SHRI K.K.BHATNAGAR  
SHRI A.K.PANDE  
DR.B.M.SHARMA  
SHRI G.L.MATHUR  
SHRI G.N.HALDIA  
DR.RAMESHWAR SHARMA  
SHRI SHIV NATH SINGH  
SHRI M.L.SUREKHA  
SHRI O.P.BHARGAVA  
SHRI M.M.AGRWAL  
PROF.A.M.GHOSH  
SHRI K.N.SHARMA  
SHRI S.N.SINHA  
MISS ARCHANA SHARMA

